Province of
British Columbia

Ministry of Solicitor General

Annual Report

July 6, 1988 to
March 31, 1989

The Honourable Russell G. Fraser
Solicitor General

"Dedicated to public protection and safety"

Ministry of Solicitor General

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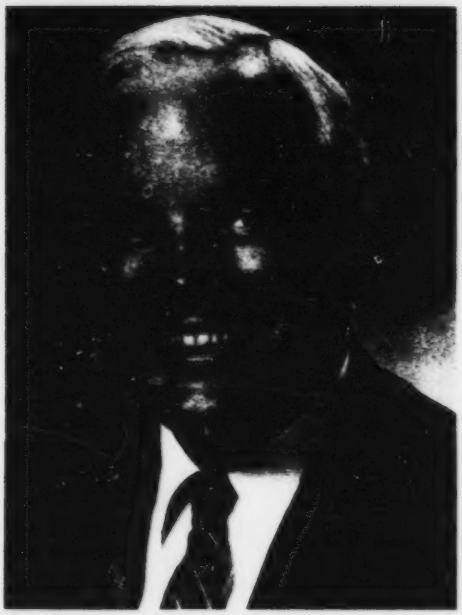


The Honourable Russell Fraser
Solicitor General

April 5, 1990

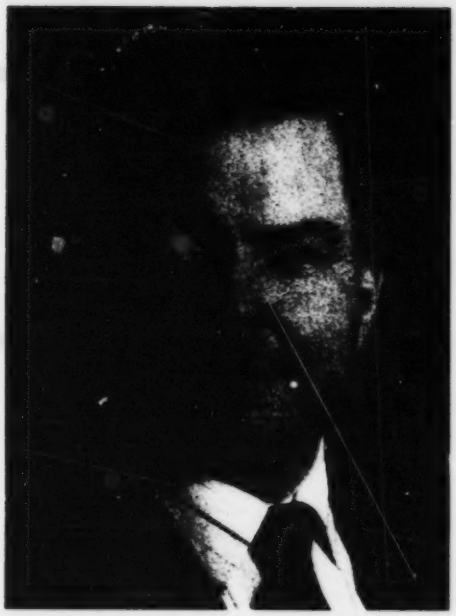
The Honourable David C. Lam
Lieutenant-Governor of the
Province of British Columbia

May It Please Your Honour:

I have the honour, Sir, to submit the first annual report of the Ministry of Solicitor General for the period July 6, 1988 to March 31, 1989.

Yours sincerely,

Russell Fraser
Solicitor General



Dennis T. R. Murray
Deputy Solicitor General

The Honourable Russell Fraser
Solicitor General

Sir:

I have the honour to submit the first annual report of the Ministry of Solicitor General for the period July 6, 1988 to March 31, 1989.

I am proud to say that first class service delivery to the public remains our mission. We have achieved that in many areas through diligence, imaginative management and dedication of all people without ill conceived expenditure of tax dollars.

Our commitment to providing public safety remains strong and I am confident our service delivery will continue to improve.

Yours sincerely,

Dennis T. R. Murray

Deputy Solicitor General

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Introduction

The Ministry of Solicitor General was established July 6, 1988 in recognition of the government's commitment to public safety, to the protection of its citizens and to the regulation of various enterprises in our society.

The ministry, in support of the provincial justice and regulatory system and the economic well being of the province, will ensure that, while protecting individual rights, people in British Columbia are, and believe themselves to be, safe in their communities.

Four branches as well as a number of service and regulatory agencies form the ministry. The branches are: Corrections; Police Services; Motor Vehicles; and Support Services. The agencies include: B.C. Board of Parole; B.C. Coroners Service; B.C. Gaming Commission; B.C. Police Commission; B.C. Racing Commission; Commercial Appeals Board; Criminal Injury Compensation Board; Film Classification Branch; Justice Institute of B.C.; Motion Picture Appeals Board; Motor Carrier Commission; Order-In-Council Patients Review Board; and Public Gaming Branch.

The operations of the ministry are directed by the executive committee which includes the Deputy Solicitor General, who is also the Commissioner of Corrections, and the assistant deputy ministers of each of the branches. Two of the branches, Corrections and Motor Vehicles, provide service on a highly regionalized basis, and where possible the ministry has regionalized services to meet the needs of the public.

Goals

In fulfilling its mandate the ministry holds the following goals:

- ensure that coordinated, professional and well-trained services are available throughout British Columbia to administer and enforce

the law and maintain the public peace;

- control and regulate the use of firearms, the private security industry, and protective security in government;
- coordinate efforts to identify, suppress and prevent organized crime and terrorism and apprehend organized and major criminals;
- assist local communities in organizing themselves for responding to major emergencies and disasters;
- acting in a coordinating role to ensure municipal plans form an effective mosaic of preparedness;
- to provide a wide range of correctional programs in the community as safe and effective alternatives to custody;
- hold safely all people remanded or sentenced to custody for less than two years by the courts, or federal inmates transferred to the province;
- facilitate the resolution of less serious offences without court intervention through diversion and alternative measures;
- supervise people released on bail or temporary absence, placed on probation, or granted parole;
- at the request of the Court or Crown Counsel conducts investigations, provides information and makes recommendations which will aid in the resolution of criminal matters that are, or may come, before the Court;
- assess the suitability of offenders for gradual release from custody to the community and ensure that appropriate supervision is provided;
- assist families experiencing marital separation to resolve issues regarding child custody, access, maintenance and spousal support in a non-adversarial matter;
- provide information to the Court to assist in the resolution of issues surrounding marital separation;
- ensure that all resident operators of motor vehicles using British Columbia roads and highways are basically qualified and competent to operate a motor vehicle;
- educate owners of motor vehicles to maintain their vehicles in a safe operating condition and ensure that they do so;
- monitor, regulate, and enforce the lawful use of public roads and highways;
- find methods of preventing sudden and unexpected deaths on the basis of the determined causes of death;
- ensure that commercially distributed films, videos, and related advertising, and the manner in

which they are presented or displayed publicly, comply with legislated standards of taste;

- ensure that horse racing events and public gaming activities are conducted fairly, lawfully, and in the public interest;
- provide assistance to victims of crime;
- hear quasi-judicial appeals of administrative decisions pursuant to provincial statutes which govern commercial transactions and economic regulation; and
- assess the circumstances of persons found unfit to stand trial or not guilty by reason of insanity in order to determine if they are capable of standing trial or of being gradually returned to the community.

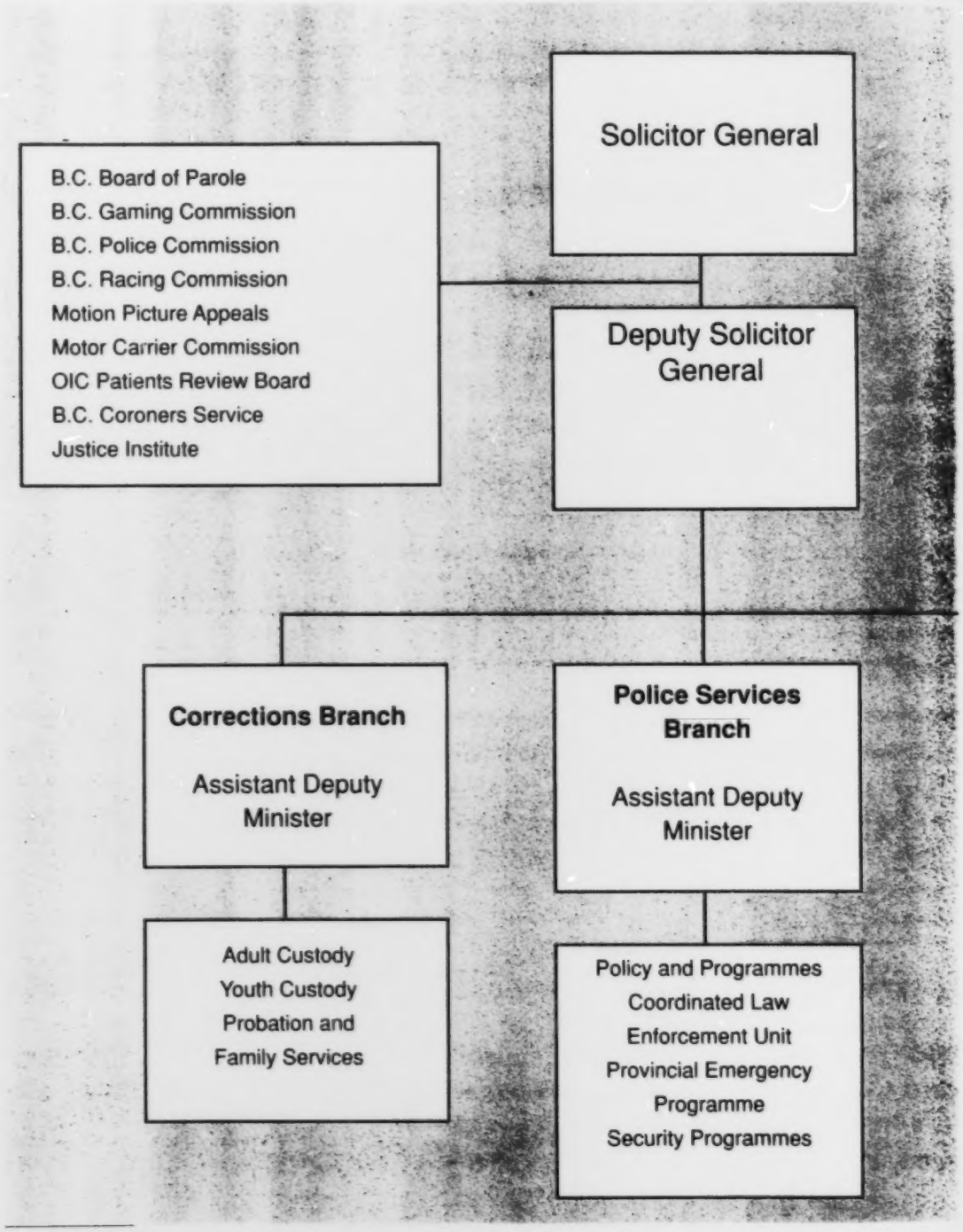
Principles

The ministry in providing service is guided by the following principles:

- Service that is responsive to changing public needs should be provided efficiently, effectively and with impartiality towards individuals and minority groups alike;
- Provision of high quality service requires a commitment to staff and the Ministry is committed to attaining high standards of professionalism through employment equity programmes for women, motivational training and the recognition of the value of Ministry staff;
- Individual citizens and the community are entitled to reasonable protection from persons who pose a threat to their peace, security and well-being, particularly those persons whose liberty has been lawfully constrained by the courts or other authorities;
- Excessive or unnecessary intervention into the lives of people or institutions shall be avoided;
- Opportunities for self-improvement, reparation, gradual release and re-establishment in the community shall be offered to offenders without endangering public safety;
- Roads and highways throughout British Columbia should be rendered as safe as possible for all users;
- Wagering and other forms of gaming, video and film distribution enterprises should be conducted fairly and lawfully in the public interest;
- The possession of firearms is a privilege, not a right, and should be restricted to prescribed purposes;

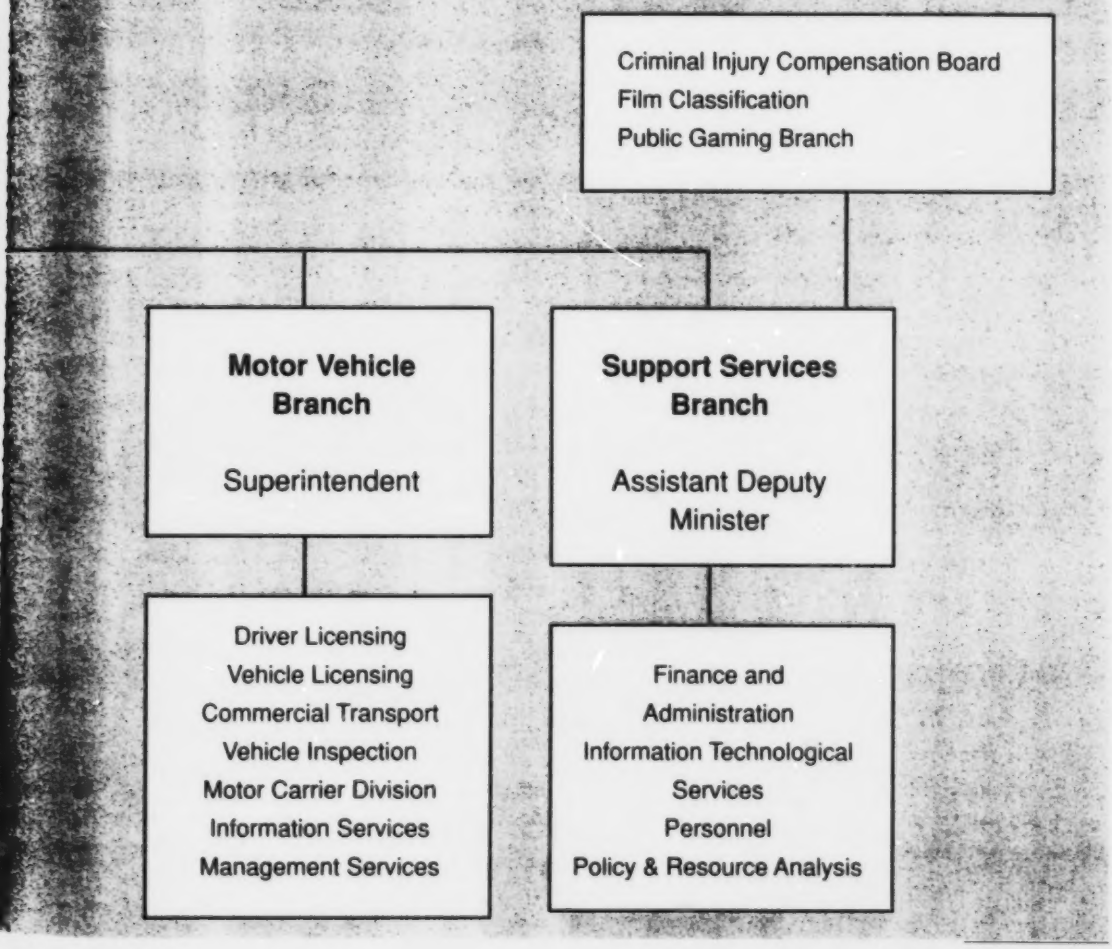
- Victims and witnesses in the criminal justice system have special needs and deserve to be treated with dignity and respect;
- The disproportionate representation of aboriginal people in the criminal justice system should be corrected through the co-operative development of preventative measures of creative, equitable and practical alternatives;
- Thorough reparations must be made for major emergencies and disasters in order to preserve and protect people, property and the environment;
- Citizens have a responsibility to conduct themselves lawfully, safely and responsibly, to take reasonable steps to protect themselves and their property, and to assist government in preventing and responding to crime, dangerous or disastrous events;
- All motor carriers shall be able to operate safely and economically in a viable industry through economic regulation.

Ministry Organization


Solicitor General
B.C. Board of Parole
B.C. Gaming Commission
B.C. Police Commission
B.C. Racing Commission
Motion Picture Appeals
Motor Carrier Commission
OIC Patients Review Board
B.C. Coroners Service
Justice Institute
Deputy Solicitor General
Corrections Branch
Assistant Deputy Minister
Police Services Branch
Assistant Deputy Minister
Adult Custody
Youth Custody
Probation and Family Services
Policy and Programmes
Coordinated Law Enforcement Unit
Provincial Emergency Programme
Security Programmes

Ministry Organization

As at March 31, 1988



Corrections Branch

The Corrections Branch has primary responsibility for correctional services. The principle of public protection is a fundamental consideration in the provision of facilities, programs, and services for sentenced or remanded adults and youth, and for individuals who are supervised in the community.

The Branch deals with:

- incarcerated adult offenders on remand or sentenced to less than two years imprisonment;
- young offenders on remand or sentenced to periods of containment;
- both adults and youths being supervised under probation and parole or awaiting sentencing; and,
- reports to the courts on adult and young offenders.

Additionally, the Corrections Branch is involved in the provision of Family Court Counselling services for persons considering court intervention in resolving marital/family disputes and provides investigations and reports as ordered by the court regarding issues such as child custody, access, and family maintenance payments.

Adult Custody Services

In 1988/89 the Branch operated and staffed 24 adult correctional centres, of which two were facilities for women. These included:

- six secure facilities for sentenced and remand inmates, where the emphasis is on the supervision and control of inmates;

- twelve open facilities for sentenced inmates, where the emphasis is on organized work projects or specialized programs; and,
- six community facilities where the emphasis is on community employment, training, and education.

Throughout the past year the Branch has continued in its efforts toward replacing outdated or inadequate adult correctional centres.

Activities

An Exchange of Services Agreement was reached between the Branch and Correctional Services in Manitoba, Saskatchewan, and Ontario. This agreement allows B.C. to exchange provincial inmates with all provinces from Alberta to and including Ontario.

An Exchange of Services Agreement was also negotiated with the federal government with respect to female offenders. The federal government has agreed to contribute 35.7 per cent ($12,675,000) towards the capital construction costs of Burnaby Correctional Centre for Women.

Under construction are the Chilliwack Community Correctional Centre and replacement facilities for the Lower Mainland Regional Correctional Centre [L.M.R.C.C. (Oakalla)] and Lakeside Correctional Centre for Women. The three replacement facilities are the Fraser Regional Correctional Centre, Surrey Pretrial Services Centre, and Burnaby Correctional Centre for Women.

In February 1989, the new Kamloops Regional Correctional Centre was opened and began accepting inmates.

Throughout the province, correctional centre staff continued in their initiatives to develop inmate work programs. For example:

- In the Prince George Regional Correctional Centre, staff initiative enabled the institution to take over a plastic flower making business. The proceeds will contribute to the inmate welfare fund or to purchase items from which the inmates will benefit.
- At the L.M.R.C.C., the furniture building program produced prototypes for furnishing the new correctional centres in the Fraser Region. These are currently in production.
- At Bear Creek Camp, the sawmill underwent considerable rebuilding to enhance production of wood products. Two hundred and fifty cords of firewood were delivered free to single parents, seniors, the disabled, and qualified welfare recipients.
- Terrace Community Correctional Centre took over operation of the institution's logging product industry from the previous contractor;

- The Electronic Monitoring Program was moved from a pilot project to a recognized program. The program is aimed at reducing intermittent sentences and short-term sentences in adult institutions.

The Fraser Region reconfigured inmate populations at four institutions by removing protective custody inmates from the L.M.R.C.C. to camp programs in the Fraser Valley. Fraser Region met fluxes in adult inmate population by temporarily closing one camp facility.

The Ministry of Labour provided funding to establish substance abuse programming in all adult correctional centres. This provides educational programs as well as individual, group, and self-help counselling.

Youth Custody Services

The Branch operated ten youth custody centres during 1988/89, including:

- four secure custody centres for male and female youths who are either remanded in custody while awaiting trial or sentenced to a period of secure containment; and,
- six open facilities which provide a structured setting for both male and female offenders to promote personal growth, educational skills, and healthy work habits by rewarding positive behaviour and performance.

In response to continued pressures for containment bed space for young offenders, the Branch continued to operate existing centres while planning to replace outdated facilities.

Activities

During 1988/89, the new 48-bed Prince George Youth Containment Centre was substantially completed and is scheduled to open in early June, 1989. The facility will provide both secure and open custody beds.

Treasury Board approved a facilities plan for youth that included:

- planning for the replacement of Willingdon Youth Detention Centre, Holly Open Custody Centre and Burnaby Youth Custody Centre;

- construction of a new 30-bed Kamloops Youth Correctional Centre;
- reconstruction of Victoria and Nanaimo Youth Correctional Centres; and,
- provision of an additional 12 open beds in the Northern part of the province.

In keeping with recommendations of health professionals and the Branch Youth Services Policy Advisory Group, smoking was banned in youth containment centres in the fall of 1988.

Funding was obtained from the Ministry of Labour to provide substance abuse programs in youth containment centres around the province.

Branch youth custody centres were reviewed to ensure optimum use of staff resources. Although some staff realignment took place no reduction of staff was necessary. A second-in-charge and a case management coordinator/ probation officer were placed in all youth centres.

During the past year the Willingdon Youth Detention Centre provided two two-day workshops for 60 staff from two youth centres called the "Keys to Excellence for Youth." The workshop is designed to teach staff to facilitate group work for residents on goal setting, personal accountability, developing self esteem and the strength to withstand peer pressure. The program continues to be used on an ongoing basis.

Willingdon Youth Detention Centre also instituted a modular system for dealing with the young offenders in their care. This system allows classification of youths to units by their psychological characteristics and a more consistent use of staff and programming with small groups of young offenders.

In the Fraser Valley, a road was completed to Boulder Bay Youth Custody Centre through the joint effort of Corrections, the Ministry of Forests, and private industry. This eliminated the need for boat operation and reduced staff travel time.

Probation and Family Court Services

Probation officers and family court counsellors provide services to the courts, offenders, families, and communities throughout the province. They are involved in:

- supervising accused persons and offenders who are subject to bail, probation, or parole orders;
- conducting investigations and preparing reports on accused and convicted persons;
- advising the court on such matters as sentencing options, social background of offenders, and dispositional reviews;

- helping families and couples who are separating to resolve issues such as child custody, guardianship, and access;
- providing information and services to members of the community; and,
- helping to identify, develop, and manage needed community-based correctional programs.

Activities

Evaluation of legislation and programming has been initiated in the following areas:

- The Federal Victim of Crime Act (Bill C-89) has been evaluated for implications to Branch services. New policy has been developed. Of major importance are restitution reports to the court which will be provided by probation officers. These reports will review the victims' request for restitution and then determine the offender's ability to pay.
- A study of adult diversion cases was undertaken with completion early in the next fiscal year. This study will provide a data base on the volume and nature of cases to aid in future planning for service delivery.
- An evaluation of alternative measures programs was begun to determine the consistency and appropriateness of the program.
- Regional initiatives resulted in studies of the use of specialization in probation offices to deal with special client populations to aid in workload management.
- The Branch completed the first phase of an evaluation of youth residential attendance programs in the province.

Initiatives by community and institutional staff lead to increased or enhanced treatment services for sexual offenders and identified areas for future development.

The Branch funded two new residential attendance programs, one in Cranbrook and one Victoria, for an increase of 16 beds.

Family service delivery was effected by three major changes in service delivery in province. The Ministry of Attorney General family maintence enforcement program and the Ministry of Social Services and Housing family maintenance program have substantially reduced branch involvement in helping persons to obtain and enforce maintenance orders. Finally, the repeal of the *Child Paternity and Support Act* impacted on family services increasing the number of original applications for child support.

The establishment of a new ministry gave probation officers and family court counsellors an opportunity to revitalize and clarify their roles. Emphasis was placed on specialized skill building and standardization of services. Probation officers have concentrated on

specialization to deal more effectively with special client groups. Family court counsellors increasingly focused on mediation/conciliation as an alternative to court for custody and access matters, and investigative reports.

In response to the need to recognize multiculturalism and its impact on service, the branch took several initiatives. Of note is the "Gang" specialist probation officer who works with a proactive group of police, Crown Counsel, institutional staff, and school staff as a systematic response to the growing gang problem.

Inspection and Standards Division

This division:

- reviews and examines complaints made by, or on behalf of, staff, inmates, probationers, parolees, and youths or parents of youths involved with the correctional system;
- on request of the Deputy Solicitor General, or the Assistant Deputy Minister, Corrections, investigates disturbances, serious accidents,

escapes and allegations of staff misconduct in the correctional system;

- receives and reviews appeals of decisions from disciplinary hearings for alleged violations of institutional rules;
- inspects both adult and youth correctional facilities to assure adherence to standards and policy;
- audits local probation services to ensure compliance with branch standards; and,
- audits privately contracted community services to ensure that programs being offered are safe and delivered in accordance with the terms of the contracts.

Services to Staff

The branch continued its commitment to positive human resource mangement. This was accomplished during the past year through training initiatives and a focus on employment equity programs.

Training was provided through the Corrections Academy at the Justice Institute of B.C. The focus has been on providing comprehensive competency-based training for all community correctional and institutional staff. In addition to the basic and advanced training provided by the Corrections Academy, staff are encouraged to apply for training provided by other educational facilities.

Activities

The Corrections Academy completed a record number of institutional training courses. A total of 135 separate courses were delivered providing 12,433 employee training days. This involved a total of 12 security officer recruit courses utilizing a new six-week competency based training design and increased class size. Two videos were produced through the academy during the past year. One on the topic of performance appraisals and the other on the living unit concept in gaols. The performance appraisal video will be marketed across North America.

The branch continued monitoring the status of women in B.C. Corrections with the intent to increase their represenation in all areas of correctional work where they are currently under represented. The areas of institutional security staff and management have been specifically identified as needing greater representation of women, and mangement has taken on the task of dealing with this issue. The branch is committed to time-limited management bridging positions for women only, and has established ten of these positions.

During November 1988, the branch funded a provincial women's conference held in Vancouver and attended by approximately 80 women from corrections

and related agencies. Smaller regional conferences, also on women's issues in the justice system, were held in other areas of the province.

Forty new probation officers were hired in early 1989 and commenced training at the Justice Institute. The branch provided training for staff on working with specialized groups of clients.

Corporate Initiatives

The branch has seen positive action in all of its major initiative areas over the past year. The branch maintains a continued commitment to excellence of service which provides the energy to pursue the continued development and implementation of new initiatives.

Activities

During September 1988, the Corrections Branch commenced negotiations for inclusion of probation officers in the social program officer series in recognition of the high degree of commitment and professionalism demonstrated by probation officers in the ministry.

During the past year, the branch operated ten victim reparation or victim/offender reconciliation programs in the continuing belief that "justice must be done" for the victim.

In recognition of the importance of involving ethnic/cultural groups in criminal justice planning, the branch began planning coordinated consultation with Native groups from around the province on program initiatives.

Due to the increased number of sexual offenders under supervision or in custody of the Corrections Branch, a study has been completed regarding the provision of treatment services to this offender population. To ensure coordinated development of services, the Forensic/Corrections Health Services Liaison Committee will provide a central agency for the review of program proposals.

The branch continued its commitment to a provincial information system with the implementation of the Probation Records System in 18 probation offices in the province. A standardized case record reporting system was implemented.

Statistics

Caseload	1986/87	1987/88	1988/89
Adult Institutions			
Remand	306	309	323
Sentenced	1,531	1,563	1,494
	1,837	1,872	1,817
Youth Containment			
Remand	47	38	41
Sentenced	291	292	277
	338	330	318
Adult Community Services			
Probation	8,788	8,704	8,842
Pretrial	1,413	1,579	1,643
Parole	377	388	341
Youth Community Services			
Alternative Measures	539	469	448
Probation	3,741	3,882	3,785
Pretrial	263	287	250
Family Services	5,027	4,979	4,489

Motor Vehicle Branch

The Motor Vehicle Branch's mandate is to promote the safe and efficient movement of people and resources within the provincial transportation system, in keeping with the economic development of the Province in a socially and environmentally acceptable manner.

During 1988, the Motor Vehicle Branch experienced two significant changes, the first of which was the incorporation of the former Motor Carrier Branch within its divisional structure. The other was the Branch's move from the Ministry of Transportation and Highways to the newly established Ministry of Solicitor General.

The Branch's services were administered through seven divisions during the year of this report:

Driver Licence Division

This division is responsible for:

- examining applicants' abilities to safely operate motor vehicles;
- issuing driver's licences and B.C. Identification cards;
- administering the driver medical review program;
- developing and administering the driver improvement program;
- compiling and recording traffic accident reports;
- maintaining drivers' individual driving records; and
- licencing driver training school operators and instructors.

Activities

The Division operated permanent driver examination locations and Licence Offices in 34 locations. Smaller communities were serviced through the travelling driver examination program. The total number of drivers licenced in the province in 1988 was 2,441,635, a 1.8% increase from the previous year. The number of original driver's licences issued was up 4.2%, while the number of B.C.I.D.'s issued experienced a 7.9% decrease. The Division retained records of all B.C. drivers to monitor those who have a history of hazardous driving and, if necessary, prohibit driving privileges.

Vehicle Licence Division

This division performed the following functions:

- liaison with I.C.B.C.;
- vehicle licence and registration files;
- the snowmobile registration system;
- commercial vehicle reciprocal licencing with other jurisdictions;
- the Field Office Program;
- revenue stock allotment and collection;
- manufacture and control of number plates, validation decals and all branch revenue receipts and permits.

Activities

This division directly controlled the licence issuing activity of 117 outlets throughout the province, and indirectly controlled licencing through ICBC's agency force of approximately 700 offices. 1988 marked the Vehicle Licence Division's introduction of short term licence renewals as well as its development of forms and procedures for Motor Licencing Offices and Autoplan agents to add the National Safety Code number to the Vehicle Data base.

Commercial Transport Division

In 1988 the division provided technical direction to 40 permanent weigh scale sites in B.C. along with 21 portable patrol units to monitor commercial transport vehicles. A total of 163,061 permits were issued and 2,361,167 vehicles processed. This division developed policies related to the following:

- commercial vehicle operation and monitoring from vehicle design to the final delivery of goods and resources;
- to assist industry in meeting statutory requirements;
- to enforce all pertinent vehicle laws and to issue permits that accommodate extraordinary moves of specialized equipment;
- to ensure public safety when approving these moves by establishing

guidelines and conditions under which such moves are permitted.

Activities

On September 1st, 1988, the Commercial Transport Division implemented new regulations addressing highway safety, protection of the highway system and national uniformity for commercial vehicles. These new guidelines permit the increase in length of truck/tractor semi-trailers from 20 to 23 metres and of "A", "B" and "C" trains from 23 to 25 metres. Additional modifications were instituted regarding vehicle height, width, track width, wheel base, projections, overhangs, hitch offsets, tire weights and steering axle weights. To accommodate the new vehicle and axle configurations, the Commercial Transport Division has found it necessary to upgrade weigh scale buildings and equipment by way of a five year plan of refurbishment and replacement. To date, it has completed installation of 3-section decks at Laidlaw and Dawson Creek, contracted the replacement of Port Mann and Hunter Creek scale equipment, and commenced installation of computers at all permanent scales.

The regulations under which this division previously operated were the result of an evolutionary process that began in 1956 and concentrated chiefly on preventing pavement and bridge damage and minimizing traffic impact. Unlike the new regulations, they neglected to promote more stable vehicle configurations and maximize vehicle efficiencies.

An economic study undertaken before the regulations were implemented concluded that if every jurisdiction adopted these regulatory principles, the B.C. economy would see a net benefit of $22 million each year. While the decision to adopt these regulations was still pending, the Commercial Transport Industry was compelled to withhold orders for two years, causing hardship for industry and customers.

Vehicle Inspection Division

This division conducts a variety of programs:

- school bus inspection and permitting;
- commercial vehicle inspection;
- licencing and auditing of private inspection facilities in the Commercial Vehicle Inspection Program;
- examination of vehicles involved in fatal accidents;
- investigation of accidents on industrial roads.

In addition, it authorizes vehicle inspectors for private inspection facilities, provides expert testimony in the evaluation of technical evidence before the court, and issues permits for the use of red and amber flashing lamps.

Activities

The School Bus Inspection Program is designed to ensure that the standards of construction, safety, health and repair are being met before a school bus permit is given out. 46 reportable school bus accidents occurred in 1988, 5 resulting in 42 non-fatal injuries. A total of 3,975 permits were issued, 3,437 of which were renewals.

Within the Commercial Vehicle Inspection Program (CVIP), 381 private semi-annual facilities were licenced and 24 preventative maintenance facility programs approved, making a total of 1100 semi-annual inspection facilities and 640 preventative maintenance facility programs operating throughout the province in 1988. A total of 57,365 inspections were performed at the semi-annual facilities while 14,222 taxis, buses, trucks and trailers were examined at random roadside inspections.

The Inspectors Authorization Program was established in conjunction with the Ministry of Advanced Education and Job Training to familiarize those mechanics performing vehicle inspections through private facilities with the administrative and inspection requirements of the program. In 1988, 1,820 applicants had been issued authority to inspect vehicles on behalf of the Superintendent of Motor Vehicles.

The division is regularly called upon by enforcement agencies to perform mechanical examinations of vehicles in serious or fatal accidents. Over the year, it

checked out 396 vehicles, 92 of which had been in fatal accidents. Many of the 118 roadside inspections that took place were done in cooperation with RCMP and other law enforcement agencies. Commercial vehicles were randomly selected to determine compliance with safety, maintenance and repair standards. Those that satisfied Commercial Vehicle Safety Alliance requirements were issued CVSA decals.

Motor Carrier Division

This division, formerly known as the Motor Carrier Branch, serves as the operating arm of the Motor Carrier Commission whose objective is to regulate motor carriers while promoting adequate and efficent service and safety on public highways and fostering sound economic conditions for British Columbia's transportation industry. The Motor Carrier Commission regulates intra-provincial transportation for hire, through the *Motor Carrier Act*,, and has been delegated to issue extra-provincial authority through the *Motor Vehicle Transport Act, 1987 (Canada)*.

Activities

The number of applications filed with the Motor Carrier Division continues at a high level, with a total of 3,498 being published during the 1988/89 licence year. Of these 776, or 22.19%, were for additional vehicles, while 2,722 or 77.81% were for new authority, alterations to existing authority, or transfer of authority. With the exception of applications for additional vehicles, all other applications require further investigation before being submitted to the Motor Carrier Commission for decisions.

Application for intra-provincial authority is dealt with under the *Motor Carrier Act*, and is reviewed as to the economic impact on currently licensed carriers and the public, while application for extra provincial authority is reviewed from a fitness criteria only. "The reverse onus public interest" test ensures that all new, "fit" applicants are granted a licence unless an opponent to the application can demonstrate that the granting of the licence would not be in the public interest.

Application procedures were streamlined by reducing the number of forms necessary, as well as producing information packages designed to assist carriers in completing the forms. This change together with other administrative procedural fine-tuning, has reduced the time to process applications for licence authority or amendments to an average of 45 days.

Motor Carrier Division staff participate in the enforcement of the *Motor Carrier Act* and regulations by taking part in "road-checks" with various other law enforcement agencies, investigate complaints and conduct random audits on the operation of licensed motor carriers. The staff issues temporary permits, provide information material, and assist with the training of members of other agencies in Motor Carrier enforcement.

Information Systems Division

This division has had a considerable impact on the Motor Vehicle Branch's ability to provide quality service to the public in a cost-effective manner. A major system has been developed, to allow inter-provincial commercial carriers to licence their commercial vehicles for all jurisdictions with one local application.

Activities

ISD's major initiatives and achievements in 1988 were:

- substantial investment in new computer hardware for motor licence offices;
- development of the Client System whereby a central data base for name, address and unique identifier is used to integrate all Motor Vehicle Branch applications;
- development and implementation of a National Safety Code System which monitors ongoing safety performance of commercial transport carriers and is integrated with other Motor Vehicle Branch applications;
- implementation of Commercial Transport Management System: intelligent work stations were installed in each of the fixed weigh scales allowing Commercial Transport Inspectors to query the status of vehicles and drivers. The programs are being expanded to process tickets, warnings and permits. The work stations will also allow integration of the electronic scales for further automation.
- a major data base reorganization to allow for National Safety Code data and integration.
- Interprovincial Record Exchange: development of application that enables the exchange of motor vehicle and driver licence data with other jurisdictions.
- development and implementation of a production system for BC Identification cards.

Management Services Division

This Division provides administrative support to the Motor Vehicle Branch. Included are responsibility centres for:

- Training & Staff Development
- Buildings & Facility Services
- Record Control & Form Design
- Financial Services

As well, the division is the focal point for all related human resource management and administration activities.

Activities

In 1988, 615 fatalities were recorded, a slight decrease from 1987. The division produced the Accident Statistics Report, a record of motor vehicle accidents in B.C.

Enforcement of the Dangerous Goods Program expanded considerably this year with the addition of three Dangerous Goods Inspectors. These Inspectors provide training for the Weighmasters as well as act as resource persons for the Weighmasters in matters concerning dangerous goods. This year marked the transition of this program from an educational type of enforcement to a compliance type of enforcement, a move that garnered approval from the dangerous goods manufacturing and transporting industry.

New Legislation

Aside from its impact on Commercial Transport Regulations, the passing of Bill 34 affected other aspects of the Motor Vehicle Act. These include amendments establishing:

- a regulation prohibiting the parking of motor vehicles in designated disabled persons' parking zones when the vehicles do not display the requisite symbols. This amendment was at the request of Transportation Ministers across Canada and special interest groups.
- the Motor Vehicle Branch's authority to issue B.C. Identification cards;
- Due Diligence: a motor vehicle owner's liability is mitigated in certain circumstances for offences committed by another person operating the owner's vehicle.

National Safety Code

After the Federal Government and Provinces took initial action in 1985 to introduce regulatory reform to the Motor Transport Industry, the National Safety

Code was devised to ensure that safety standards did not deteriorate. Because British Columbia has always placed a high premium on motor transport safety, most of the recommended standards and procedures were already in place. However new initiatives, such as Hours of Service regulation, Facility Audits and Trip Inspection Reports, were undertaken in order to create a comprehensive safety management program.

Activities

Some of the National Safety Code initiatives that have been developed over the course of 1988 are:

- identification and registration of Motor Carriers;
- development of an hours of service regulation whereby commercial vehicle drivers were required to maintain log books;
- initial drafting of a trip inspection report program;
- implementation of a computer system to compile and monitor profiles of all operating Motor Carriers;
- seminars and presentations given to the B.C. trucking community on the National Safety Code.

The National Safety Code, in conjunction with such programs as the Commercial Vehicle Inspection Program and the Commercial Vehicle Safety Alliance, will provide British Columbia with one of the most efficient and effective commercial transport safety mechanisms.

Statistics

Accidents	1987	1988	% Change
Property Damage Only	84,630	101,277	+19.67
Personal Injury	29,194	30,935	+5.96
Fatali	542	535	-1.29
Total Reported Accidents	114,366	132,747	+16.07
Victims			
Persons Injured	41,291	44,161	+6.95
Persons Killed	622	615	-1.12
Total Victims	41,913	44,776	+6.83
Drivers			
Licenced Female Drivers	1,064,183	1,092,334	+2.65
Licenced Male Drivers	1,332,845	1,349,301	+1.23
Total Licenced Drivers	2,397,028	2,441,631	+1.86
Vehicles			
Licenced Passenger Vehicles	1,627,935	1,681,597	+3.30
Licenced Commercial Vehicles	585,993	602,785	+2.87
Licenced Trailers	265,431	271,098	+2.14
Licenced Motorcycles	76,807	66,055	-14.00
Total	2,556,166	2,621,585	
Accident Rates			
Estimated B.C. Population	2,888,821*	2,960,900**	+2.50
Accidents per 100 Drivers	4.86	4.77	-1.85
Accidents per 100 People	3.91	3.86	-1.28
Accidents per 100 Vehicles	4.55	4.47	-1.76

* Estimated as of March 5, 1987 (Ministry of Finance)
** Estimated as of March 3, 1988 (Statistics Canada)

Police Services Branch

Police Services Branch ensures that police services in the province are adequate, effective and that responses to major emergencies are well-planned and coordinated. To this end, the branch works closely with the B.C. Police Commission; the Police Academy of the Justice Institute of B.C.; the RCMP, which serves as the provincial police force; 51 municipal RCMP detachments; 12 independent municipal forces; and numerous provincial and federal ministries and agencies, industry and communities.

There are four major sections within the branch:

- Policy and Programs Division;
- Coordinated Law Enforcement Unit;
- Provincial Emergency Program; and
- Security Programs Division.

Policy and Programs Division

Through this division, the branch oversees the level of policing throughout the province and creates policy and recommends legislation to meet current and future needs of the public, police and other agencies. It administers public funds for the delivery of police services through three federal-provincial and 51 provincial-municipal policing agreements for RCMP services.

The division is also responsible for statistical monitoring of crime, program development, and policy advice to the Minister and other senior officials on all aspects of the delivery of police services in British Columbia. In addition, the division

administers programs such as Victim Services, Community Policing, Multicultural Policing, as well as the Provincial Auxiliary/Reserve Police and Native Special Constable Programs.

Activities

The division provided leadership and staff support for the eight contracting provinces and two territories preparing for negotiations with the federal government for continuation of RCMP provincial and municipal policing services beyond 1991. A new *Police Act* was passed and given Royal assent.

The Victim Services and Family Violence Programs funded 34 police-based Victim Assistance Programs. These programs were established on a cost-shared basis with municipalities across the province. A wife assault guide for medical personnel was published and distributed to approximately 5,000 health professionals throughout the province.

The Community Policing Program helped fund five crime prevention projects, three crime prevention committees, provincial Block Parents, and provided consultation and funding to 134 RCMP and 12 municipal police auxiliary and reserve programs.

Through the Multicultural Policing Program, the division provided race relations training to senior municipal managers, schoolboard administrators and police. The Provincial Committee on Police and Visible Minority Relations developed an intercultural training program for police and justice system personnel for use throughout the province, and maintained liaison with numerous ethnic minority communities.

Coordinated Law Enforcement Unit

The Coordinated Law Enforcement Unit (CLEU) is mandated to combat organized and major crime in British Columbia. Joint forces operations comprised of seconded police personnel are responsible for criminal investigations. The civilian component provides both clerical, technical and analytical support to the joint forces operations, policy advice to government on all aspects of organized crime prevention and control, and liaison with domestic and foreign police and law enforcement agencies.

Activities

Since CLEU was established in 1974, more than 2,000 individuals involved in organized or major criminal activity have been arrested by CLEU's Joint Forces Operations located in Vancouver and Victoria. Working in cooperation with the Attorney General's Special Prosecutions Unit, 75 charges against Asian organized gang members and 50 multi-ethnic gang members were prosecuted successfully.

The civilian component produced numerous reports on issues and policies in the area of organized crime control, substance abuse, changes in legislation affecting organized crime control and related matters.

In March 1989, the Coordinated Law Enforcement Unit hosted the 11th International Asian Organized Crime Conference which was attended by over 450 delegates from nine countries. This conference made a significant contribution to the sharing of intelligence and enforcement and prevention strategies.

Provincial Emergency Program

This program enables government to respond to major disasters through provincial emergency preparedness and by providing response and recovery measures. The program operates in nine zone offices that liaise with municipalities and other public and private agencies. Each office provides assistance through its municipal/area coordinators in preparing and exercising contingency plans for disaster response and inter-jurisdiction emergency coordination. The program also trains officials and volunteers, provides search and rescue resources and administers the *Flood Relief Act*.

Activities

The Provincial Emergency Program (PEP) continued to implement recommendations from a 1987 evaluation study. A 24-hour emergency operations centre was established with a 1-800 number for emergency calls. The operations centre received 8,694 calls during the fiscal year.

An interministry emergency preparedness committee was established to provide the province with a coordinated response. Revised disaster assistance guidelines were issued to clarify assistance provided to flood victims. Plans were finalized to

relocate the PEP Training Academy from Victoria to the Justice Institute of B.C.

Security Programs Division

The Security Programs Division is responsible for firearms control, regulation of the private security industry and for protective security within government. The division licences and inspects firearm businesses and security agencies and their employees; regulates the operation of shooting clubs; administers the firearms acquisition certificate program; stores and disposes of seized firearms; trains appropriate government employees in the use of firearms; tests armored car personnel on restricted weapon use; and informs police and the public of firearm policies and laws.

Activities

In 1988, the Security Programs Division tested 267 armored car guards for proficiency and safety in handling firearms and provided six firearms training courses for Conservation Officers and forestry employees. The division took possession of 532 firearms for inspection and disposal, issued 851 firearms business licences and issued 19,214 firearms acquisition certificates. They also issued 1,082 security business licences and 6,330 security employee licences.

Statistics

Populations	1986	1987	1988
Municipal	2.232.303	2.270.057	2,324,207
Provincial	655.239	654.350	659,793
Total	2.889.207	2.925.700	2,984,000
Criminal Code Offences			
Municipal	333.670	335.964	337,543
Provincial	67.509	68.859	68,629
Total	401.469	405.062	406,424
Crime Rate per 1000 Population			
Municipal	149	148	145
Provincial	103	105	104
Total	139	138	136

Support Services Branch

Support Services Branch provides the central services required to support the overall operations of the ministry and its independent boards and commissions, several of which have a reporting relationship with the branch. These include: the B.C. Board of Parole, the B.C. Coroners Service, the B.C. Gaming Commission, the B.C. Police Commission, the B.C. Racing Commission, the Commercial Appeals Commission, the Criminal Injury Compensation Board, Film Classification Branch, the Justice Institute of B.C., the Motion Picture Appeals Board, the Order-In-Council Patients Review Board and the Public Gaming Branch.

Finance and Administration Division

This division is responsible for:

- overall ministry financial operations, including payroll and accounts payable and receivable;
- financial reporting (both internal and external) to the ministry;
- financial policy development;
- facilities planning and management;
- administrative services including vehicle management, telecommunications and purchasing; and,
- preparing and submitting claims for federal-provincial cost-sharing agreements.

Information Technology Services Division

Information Technology Services Division provides assistance and support for the ministry's information systems. This support includes:

- policy, planning, and direction;
- development of standards and quality control;
- daily operational support of the ministry's minicomputers and networks;
- coordination and integration of ministry systems initiatives; and
- system acquisitions and development.

Personnel Services Division

This division assists ministry line managers in all areas of personnel administration, including:

- labour relations;
- staffing;
- classification of positions;
- organizational structure, reporting relationships, and related matters;
- training, occupational health and safety;
- women's programs; and
- personnel policy and regulations of their development as required.

Personnel Services served both the Ministry of Attorney General and the Ministry of Solicitor General. This arrangement served to fulfil a government mandate to reduce the costs of establishing a new ministry.

Policy and Resource Analysis

Each branch of the ministry is responsible for developing the policies that deal with its own operations. Policies and programs affecting the ministry as a whole and issues that do not fall comfortably within the mandate of a specific branch are handled by the Policy and Resource Analysis Division. In particular, the division:

- coordinates the ministry's legislative program and its participation in federal-provincial meetings and conferences;
- provides specialized policy and analytical services;
- liaises with various federal, provincial, and non-government organizations on justice-related matters;
- develops the annual ministry budget request;
- provides recommendations to the Executive on funding allocations for each ministry program;
- monitors program expenditures and recommends corrective action; and
- coordinates development of statistical and management information for the Executive.

In 1988/89 the Policy and Resource Analysis Section was also responsible for the public relations of the Ministry. The Communications and Public Affairs Section provided the information material, programs and professional communication services required by the ministry, its boards, branches and commissions.

Activities

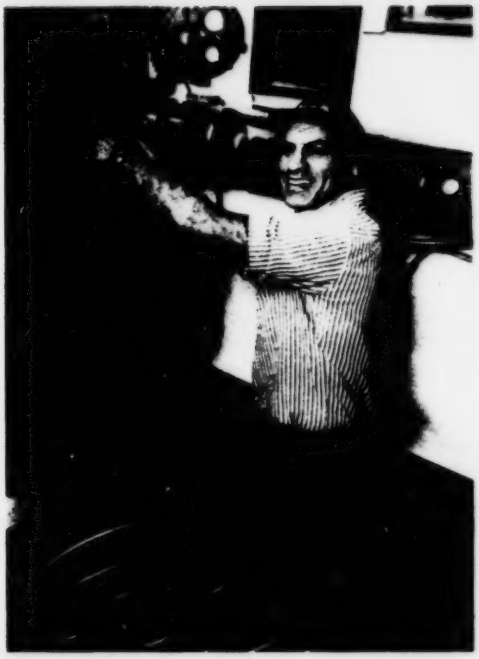
The branch was formed with the establishment of the new Ministry of Solicitor General on July 6, 1988. All of its staff were drawn from the Ministry of Attorney General when the split occured, as part of the government's commitment to establish a new justice ministry with a minimal cost and minimal infusion of new staff.

The branch spent all of the fiscal year setting up the structures and procedures to support the activities of a new ministry.

Some of these activities were:

- preparation of the ministry budget;
- establishment of accounting procedures;
- classification of personnel and negotiations and exclusions;
- establishment of central ministry structure, design and implementation; and
- establishment of information and systems technology.

Regulatory and Service Agencies



B.C. Board of Parole

The British Columbia Board of Parole is an independent tribunal which contributes to the public safety of the province by making decisions regarding the conditional release of inmates in provincial correctional centres. It receives its authority from the *Parole Act (Canada)* and the *Corrections Act (B.C.)*.

The board consists of a full time chairman and 22 community members who serve on an as-needed basis but averaging about three days per month. Members are selected from communities throughout the province and represent the community perspective in the justice process. They reflect a broad cross-section of occupational backgrounds and community interests.

In 1988/89 there were, on any given day, approximately 1,500 convicted offenders serving sentences of up to two years less one day in provincial correctional centres. In addition, 310 offenders were serving the last portion of their sentence in the community on parole.

In order to be considered for parole an inmate must make application for a hearing and develop a viable release plan which includes residence, employment or school, community support and commitment to restitution and participation in relevant treatment programs. This plan is checked and evaluated by an officer in the offender's home community. Also the board receives comments from investigating police force, the sentencing court, the correctional centre, and a victim statement, if available.

After interviewing the applicant, a panel of the board renders a decision to grant or deny parole based on three statutory criteria:

- risk to the public;
- benefit derived from the sentence; and
- how early release will aid in an offender's reform and rehabilitation.

When a parole is granted the board places conditions on the parolee which set limits on movement, restricts behaviour, requires regular reporting to a parole supervisor, and perhaps attendance at treatment programs.

Activities

During 1988/89, the board rendered 1,426 decisions on parole applications or conditions, granting 639 paroles, denying 535, revoking 123, deferring decisions in 53 cases, and making administrative decisions—such as change of conditions and transfer of jurisdiction—in 76 cases.

In the spring of 1988, the government released a discussion paper on parole—"Earning the Privilege"—which contained recommendations for the revision of the *Parole Act (Canada)*. These recommendations were favourably received by the Standing Committee on Justice and Solicitor General. In October 1988, the Ombudsman released a report on the structure and procedures of the Parole Board. The major recommendation was the development of a Provincial Parole Act.

B.C. Coroners Service

The B.C. Coroners Service determines the facts relating to the death of an individual. Coroners attempt to clarify the circumstances of all sudden and unexpected deaths and, if possible, make recommendations to help prevent future loss of life.

The Chief Coroner has a staff of approximately 150 persons. This includes 32 full-time employees, 98 fee-for-service coroners, and 10 contract coroners. Regional offices during 1988/89 were located at Burnaby, Nanaimo, Kamloops and Prince George. District offices were located at Chilliwack, Nanaimo, Victoria, Kamloops and Kelowna.

Coroners' duties include:

- investigation of the physical, human and medical factors surrounding the approximately 8,500 reportable deaths per year in British Columbia;
- judicial determination of the facts of death through inquiry;
- conclusion of some investigations by inquest - some as required by law, (custody deaths); some to focus public attention on a particular death, and some to examine witnesses under oath. Inquests are open, public hearings;
- dissemination of the findings in attempt to prevent future loss of life and making recommendations to appropriate persons, agencies and government ministries (although the *Coroners Act* provides no power to order change, coroners' and juries' recommendations are often implemented).

The Chief Coroner for the province is Mr. J.Vincent Cain.

Activities

In fiscal 1988/89 the Coroners Service handled 8,636 cases, an increase of 107 over fiscal 1987/88. Last year 25 per cent of unnatural deaths in British Columbia were suicides, four per cent were homicides and 71 per cent were accidents. A total of 52 Coroners Inquests were held.

The Coroners Service is undergoing organizational changes. In 1988/89, the lower mainland "Metro Region" was divided into two regions - Vancouver and Fraser. In 1989/90 plans are to create two regional offices in Victoria and Kelowna, and absorb the existing district offices at Victoria, Chilliwack, Kamloops and Kelowna.

The Service undertook a financial audit of its administration and operations. Included was an examination of its electronic data processing program. Creation of efficiencies and more effective service delivery resulted therefrom. A decentralization plan is in effect to better serve the public and manage and control the administration.

A basic training course for coroners is planned for 1989/90. A quarterly publication, entitled the "Crowner", is scheduled for distribution in the fall of 1989. Policy manuals are being prepared in three areas: investigation, judicial and administration, for distribution to all coroners. Included in that is a "Disaster Plan" for use by coroners and pathologists.

B.C. Gaming Commission

The B.C. Gaming Commission was established in April, 1987, as the authority in British Columbia to license charitable organizations and establish the Terms and Conditions of charitable gaming. The Commission licenses and establishes policy in three primary areas; bingo, ticket raffles and casinos. It also licenses and develops policies for fairs and exhibitions as well as social clubs.

Commission members are Order-in-Council appointees, whose authority is established by the Criminal Code of Canada. During fiscal year 1988/89, the seven member commission consisted of: Richard Macintosh (Chairman), Sidney; Vicki Kuhl (Vice Chairman), Victoria; Marianne Crockett, Trail; Ellison Framst, Fort St. John; Garvin McMinn, West Vancouver; George Little, Parksville; and Geoffrey Davis, North Vancouver.

Commissioners meet monthly to establish policy, conduct hearings, examine Public Gaming Branch reports, receive briefs from interested parties, conduct business, and tour gaming sites. Commissioners also conduct community information meetings in various locations throughout the province.

The Commission support staff consists of an Executive Officer, Executive Assistant, and a receptionist.

Charitable gaming in British Columbia is a highly regulated activity. This regulation is to ensure the integrity of the industry in the province. The B.C. Gaming Commission works closely with the Public Gaming Branch to maintain this integrity and to maximize the monetary benefits to all approved charitable organizations.

Casino management companies and bingo hall owners and lessors are registered, and their locations are approved.

The Gaming Commission is responsible for conducting hearings before a Review Board consisting of three Commissioners who did not participate in the original licensing decision. A hearing can occur when a licence has been denied, suspended, or revoked by the licensing authority of the Commission.

Over 80 million dollars was earned this fiscal year by bona fide charitable organizations in the province. This charitable gaming revenue has a positive impact on hundreds of thousands of citizens and supports over 3,500 groups in all locations of the province. More than 20,000 individuals are also involved in these fund raising activities in a volunteer capacity. Direct program support is provided to such social agencies as the C.N.I.B. and the Paraplegic Association as well as approved religious, educational, athletic, and cultural organizations.

Activities

During fiscal year 1988/89, the commission was involved in a variety of activities, including:

- Over 160 licences were reviewed and approved by the Chairman and Vice Chairman weekly.
- An in-depth review of policy issues has resulted in revisions to gaming policy in the following areas: eligibility guidelines; use of proceeds; registration of commercial companies; and criteria for relocation of additional gaming locations.

B.C. Police Commission

The British Columbia Police Commission was established in 1974 under the *Police Act*. The commission's mandate includes all aspects of policing for British Columbia's twelve independent municipal police departments. This includes:

- inspections;
- inquiries;
- studies and research;
- records keeping;
- policy and procedure recommendations;
- regulatory recommendations;
- some quasi-judicial functions;
- establishing staffing, training, equipment and facilities standards; and,
- ensuring compliance with adequate and fair procedures for holding the police accountable to the public.

The Commission does not have jurisdiction over the Royal Canadian Mounted Police, which constitutes the Provincial police force. The R.C.M.P. reports to the Minister through the Assistant Deputy Minister of Police Services.

During the past year, the Commission consisted of: J. David N. Edgar (Chairman); Mary Saunders, Q.C.; Mayor Audry Moore; and David Wilson. The position of Deputy Chairman was vacant during 1988/89.

The Commission has 6 full-time equivalents, including the Chairman. In addition, the Commission has two inspectors seconded from municipal police departments, one inspector seconded from the R.C.M.P. and an Acting Manager of Research and a Research Officer both on contract.

Activities

Section 5 (3) of the *Police Act* authorizes the Police Commission to inspect the records, operations and systems of administration and management of the twelve independent municipal police forces. The objective is to determine:

- whether a force discharges its responsibilities efficiently, effectively and economically;
- whether the community is receiving an adequate level of police services; and,
- whether the training, development and general supervision of police and civilian personnel is satisfactory.

To ensure police professionalism at all levels, police associations, civilian staff union members, police board members and representatives from municipal councils are involved in the inspection process.

During 1988/89, inspections of the Nelson and Matsqui Police Departments were completed and in February, an inspection of the Saanich Police Department was commenced. In addition, all twelve municipal police departments were audited for their statistical reporting of criminal offences.

During 1988/89, the Commission heard two appeals under the *Police Act* and seventeen appeals under the *Private Investigator and Security Agencies Act*.

During 1988/89 the Commission worked in consultation with the police and other agencies to review and propose amendments to the *Police Act*. Amendments were suggested to strengthen the investigative and inquiry powers of the Commission and to ensure more fairness to the police and citizens who are involved in the Citizen Complaint Procedure.

Bill 21—1988, the *Police Act*, was introduced to the Legislature in June 1988 and received Royal Assent on June 27, 1988.

A Police Honours Night was held at Government House in Victoria on November 17, 1988. On this occasion, awards for bravery, outstanding service on assignment and outstanding service to the community were presented to twenty police members.

Awards were presented to thirteen members of municipal police boards, whose terms of appointment had recently expired, and a special award was presented to the Greater Victoria Police Chorus.

In October 1988, the Commission commenced a comprehensive review of the Police (Firearms) Regulations and the policies and procedures of the municipal police departments concerning the use of deadly force. A draft report was completed and circulated. It is expected that this study will result in amendments to the Police (Firearms) Regulations and to the policies of the municipal police departments.

In February 1988, the Commission passed a resolution to establish minimum training standards for the use of police dogs by municipal police departments. In December 1988, a report was submitted with recommendations.

In April 1988, the Attorney General directed a study be commenced on Conflict of Interest, Real and Apparent, that may be in existence within the municipal police community in British Columbia. A report was submitted in January 1989 and is currently under review.

B.C. Racing Commission

The British Columbia Racing Commission was established in 1960 by the provincial *Racing Commission Act* to govern, direct, control and regulate horse racing in the province.

Commissioners are appointed by Order-in-Council and, for 1988/89, were: R. Bruce Harvey, Q.C. (Chairman); J.R.C. (Jack) Short; Dr. Gordon L. Davis; and Robert E. Collis (Commissioner-Secretary). The commissioner-secretary is also the senior administrator and ensures the rules, regulations and policies established by the commission are carried out.

The commission employs a staff of racing officials, veterinarians and investigators to ensure all race meetings are properly supervised and all horses are examined prior to races. The objective is to ensure that a high standard of harness and thoroughbred racing is presented and that the betting public retains a high level of confidence in the industry.

Currently, horse racing takes place at Exhibition Park in Vancouver, Cloverdale Raceway in Surrey, Sandown Park in North Saanich, Sagebrush Downs in Kamloops, Kinsmen Park in Vernon, Desert Park in Osoyoos and Sunflower Downs in Princeton. About 10,000 people are employed in British Columbia's racing industry.

Activities

Horse racing in British Columbia remained relatively static through the fiscal year 1988/89, with 1,336,144 patrons wagering $196,543,031 on the seven tracks. The wagering reflects an increase of 0.3 per cent; the attendance a decrease of 3.8 per cent.

The Horse Racing Industry Task Force fulfilled its mandate by holding numerous meetings during fiscal 1988/89. The task force's report, filed in July 1989, recommended that a new thoroughbred track be built at a site other than the Pacific National Exhibition grounds. This recommendation, coupled with the movement of standardbreds to the Hastings Park site, is seen as a long-term project, to be completed in twelve years.

The Solicitor General received the report and Ministry Staff are analyzing its contents.

On March 1, 1989, the Solicitor General announced the government's continuing commitment to facilitate the building of a first class horse racing facility in the Lower Mainland. A number of options are being considered but whatever site is finally selected for the new facility, its construction will be funded by the private sector with completion targeted for the 1994 thoroughbred racing season.

1988/89 Racing Statistics

Track	Days	$ Wagered	Daily Average	Avg. Daily Attendance
Exhibition Park	123	130,649,410	1,062,190	6,875
Sandown Park (TH)	21	2,329,984	110,951	1,692
Cloverdale Raceway	118	53,452,057	452,983	2,744
Sandown Raceway (H)	50	7,584,999	151,699	1,758
Lower Fraser Valley Ex. Assoc. (Clov)	9	1,175,483	130,609	1,319
Sagebrush Downs	16	663,814	41,488	765
Kinsmen Park	9	481,990	53,554	1,316
Desert Park	4	119,231	29,807	1,250
Sunflower Downs	2	86,063	43,031	1,170

Commercial Appeals Commission

The Commercial Appeals Commission was established in 1982 when Royal assent was granted to the *Commercial Appeals Act*. The commission replaced the Corporate and Financial Services Commission and has jurisdiction to hear appeals under the following British Columbia statutes:

- *Company Act;*
- *Credit Reporting Act;*
- *Credit Union Act;*
- *Insurance Act;*
- *Liquor Control and Licencing Act;*
- *Liquor Distribution Act;*
- *Mortgage Brokers Act;*
- *Motor Dealer Act;*
- *Real Estate Act;*
- *Society Act; and*
- *Travel Agents Act.*

In fiscal 1988/89 the commission had 12 members all appointed by Order in Council. They were: Arthur M. Roberts Q.C. (Chairman); Peter D. Meyers (Vice Chairman); Clifford J. Murnane (Administrative Commissioner); Robert John Broder; M. Douglas Howard; B. Ells Hugh; Christopher E. Jukes; J. Ross Ker; Robert P. Kueng; H.J. Brice Macdougall; James P. Mills; and Kenneth A. Morrison.

Activities

In fiscal 1988/89, the commission received 111 appeals, the majority—93—were liquor decisions under the Liquor Control and Licencing Act and the Liquor Distribution Act.

The commission sat for 72.5 days in 1988/89 and held 60 reviews and hearings. Of the total number of appeals, 37 were withdrawn or abandoned.

Statistics 1988/89

Appeals Received	111
Appeals Carried Over	12
Appeals Withdrawn or Abandoned	37
Hearings and Reviews Held	60
Sitting Days	72.5

Criminal Injury Compensation Board

The Criminal Injury Compensation Board—administered by the Workers' Compensation Board of British Columbia—provides compensation:

- for personal injury or death for victims of crime in British Columbia; or
- where the victim is injured or killed while trying to prevent an offence, make an arrest, or assist a police officer in making an arrest.

The *Criminal Injury Compensation Act* provides the Board with exclusive jurisdiction to determine whether any person is entitled to compensation, and to determine the form and amount of award.

Except for administration costs, the province recovers 25 cents per capita of the population of British Columbia or 50 per cent compensation paid (whichever is less) from the federal government.

Activities

During fiscal 1988/89, the Criminal Injury Compensation Board received 2,820 new applications for compensation. Combined with 465 applications carried forward from the previous year, 3,285 claims were considered. Of that number, 2,241 were disposed of leaving 1,044 cases to be carried forward for the 1989/90 fiscal year. Awards were granted in 1,973 cases. Two hundred and sixty four applicants were not considered entitled to benefits and their applications were disallowed. Four applications were withdrawn or abandoned.

Approximately 60 per cent, or 1,176 of the awards granted involved sexual offences, including sexual abuse of children and indecent assaults.

Expenditures for 1988/89 amounted to $6,866,661. Administration costs were $565,864 or approximately eight per cent of the total. Compensation awards totalled $6,300,797.

Since the act came into force in 1972, the board has received 16,424 applications and has awarded $39,529,949 in compensation.

Continued efforts were made to increase public awareness of the *Criminal Injury Compensation Act* through pamphlets distributed to all board area offices, hospitals, doctors, dentists, victim witness assistance groups, court officials, police stations, employer associations, unions, schools, social workers, sexual abuse and rape crisis centres and the news media. The board encourages police officers, emergency hospital staff, physicians and lawyers to advise victims of the benefits available under the act.

* For further information the commission produces its own annual report.

Film Classification Branch

Film Classification Branch regulates the public exhibition and distribution of films and videos in the province. All films to be shown to the public must first be submitted to the director for classification. The *Motion Picture Act* defines the categories of films for public exhibition: GENERAL, acceptable to all age groups; MATURE, offering a guide to parents; 14 YEARS, restricting admission to those over 14 years; RESTRICTED, limiting admission to those over 18 years, but allowing for adult accompaniment; and RESTRICTED DESIGNATED, absolutely preventing admission to those under the age of 18 .

The *Motion Picture Act* also regulates the sale and rental of adult video for private or home use.

The director can refuse to approve exhibition or distribution of a film or video, or may order the removal of specified material deemed to be in violation of the *Motion Picture Act*. The director may also regulate advertising connected with films and adult videos.

The Branch licences theatres, film and video distributors, and all video retailers. Licences must be renewed annually. It also inspects theatres and video outlets as part of a regular program of inspection and in response to complaints from the public.

Decisions made by the director may be appealed to the Motion Picture Appeal Board established under the *Motion Picture Act*.

Activities

During the reporting year, Film Classification reviewed 427 adult videos for retail distribution. In addition, 679 films and videos for public exhibition were reviewed and 12 of them were rejected.

Because licences must be renewed annually, the numbers issued give an indication of the extent of the industry in British Columbia. During the reporting year, licences were issued to 30 general video distributors, 38 adult video distributors, 1,301 general video retail outlets, and 525 adult video retail outlets. In addition, Film Classification licenced 20 distributors of films and videos (intended for public exhibition) as well as 242 theatres. Revenues from licencing and approval fees for the reporting year totalled $827,726.75.

Inspectors have continued to ensure adult video outlets comply with the *Motion Picture Act*. Before a new outlet is licenced, inspectors ensure the visual and physical segregation of adult and general material complies with the act. Inspectors seized approximately 807 adult videos in retail outlets because they did not carry the proper decal. Many seized videos contained prohibited material as described in Section 5(3) of the *Motion Picture Act*.

Justice Institute of British Columbia

The Justice Institute of British Columbia provides training and education programs to people employed in fire protection, law enforcement, corrections services, emergency health care, courts management and related justice and public safety services.

The institute is divided into several academies:

- the Police Academy;
- the Emergency Health Services Academy;
- the Corrections Academy;
- the Fire Academy;
- the Educational Services Division; and
- the Provincial Emergency Program Academy.

The major client groups of the institute are the ministries of Solicitor General, Attorney General, Health and Municipal Affairs, Recreation and Culture, which require both entry-level recruit training and advanced training for municipal police officers, firefighters, provincial corrections employees, courts staff, ambulance attendants and paramedics. In addition, courses are delivered on a broad range of related topics and issues to personnel of government and private agencies, the corporate sector and members of the public. Core funding for operations is provided through the Ministry of Solicitor General.

The institute's main campus is in Vancouver. The site consists of classrooms, an auditorium, an instructional resource centre, a media centre, a gymnasium, food services building and administrative and faculty offices. Satellite centres exist in the Greater Vancouver area to provide driver training, firearms training, "hands-on" firefighter training and dangerous goods training.

Institute faculty are professionals in the field, seconded as faculty members for up to three years. These professionals are supported by educational specialists with expertise in program planning, instructional techniques, curriculum development, learning assessment, media and print production, library research, and lifestyle and physical fitness training.

Activities

During the year ended March 31, 1989, approximately 22,500 students attended the institute's 918 courses, constituting nearly 87,000 student training days. The cost per training day was lower this year, allowing an increase of 9.4 per cent in student training days.

Revenue generated from tuition fees for extension programs, professional health programs and other contract services amounted to $1,388,000, an increase of 22 per cent over last year.

As of March 31, 1989, Justice Institute board members were: Robert J. Stewart (Chairman); Anthony P. Pantages, Q.C. (Vice Chairman); Dr. Joseph H. Cohen; Donald J. Pamplin; Glen Ridgway, Q.C.; E.A. Sandy Robertson, P.Eng.; Mary E. Saunders; Peter Webster; and RADM Robert D. Yanow.

Justice Institute Activities 1988/89

Student Statistics	**# of Students**	**# of Courses**	**# of STDs***
Police Academy	2,373	97	15,192
Emergency Health Services Academy	5,789	101	22,118
Corrections Academy	2,254	135	12,433
Fire Academy	6,738	344	22,820
Educational Services Division	5,346	241	14,369
Total	**22,500**	**918**	**86,932**

Operating Statistics	
Expenditures	$656,670
Staff	104
Outside Income	$1,388,086

* *Note: STDs are Student Training Days*

Motion Picture Appeal Board

The Motion Picture Appeal Board hears appeals by exhibitors and distributors of motion pictures and videos concerning decisions rendered by the Film Classification Division. Both the appeal board and the division operate under the authority of the *Motion Picture Act*.

The appeal board consists of five members appointed by cabinet. For fiscal 1988/89, members were: Neil McDiarmid, Q.C. (Chairman); Bruce Gifford; Pamela Glass; Ronald Longstaffe; and Nancy Morrison.

Activities

During 1988/89, the board heard three appeals—two involving licence suspensions and one involving film classification.

Motor Carrier Commission

The Motor Carrier Commission, established in 1973, is an administrative tribunal which regulates the for-hire motor carrier industry (trucks, taxis, buses, etc.) in British Columbia. The Commission derives its authority from both the *Motor Carrier Act* and the federal *Motor Vehicle Transport Act*.

Motor carriers that transport passengers or goods for payment over the highways of British Columbia, with few exceptions, are required to be licenced under the *Motor Carrier Act*. This system of licencing has been in force for approximately 54 years, first under Part V of the *Highways Act*.

The commission may make investigations, inquiries, regulations and orders necessary to carry out its mandate.

In discharging its duties, the commission seeks to promote adequate, efficient service and reasonable, just tariffs; safety on the public highways; and sound economic conditions in the transportation business in the province.

Under the *Motor Carrier Act*, the Lieutenant Governor In Council appoints three persons to the Motor Carrier Commission. Present members are: Gerard M. Morris (Acting Chairman); Ian W. Craig; and William H. Preston.

Applications for new licence authority or revisions to existing authority are filed with the Motor Carrier Division which performs certain investigative and clerical functions for the commission. All applications are forwarded to the commission for decisions. If necessary, the commission sets an application down for public hearing and investigation.

Activities

The licencing year for this report runs from March 1, 1988 to February 28, 1989. During the last licence year, the commission processed over 3,000 applications, conducted 82 public hearings, and generated $3,555,000 in revenue. Further information regarding the commission's activities may be found in its annual report—a requirement under section 34 of the *Motor Carrier Act*.

Order-In-Council Patients Review Board

The Order-in-Council Patients Review Board review the circumstances of persons in British Columbia who have been charged with an offence, and are found by the courts to be:

- unfit to stand trial; and
- not guilty on account of insanity.

In both cases the board recommends to cabinet; (a) that the person is fit or unfit to stand his trial, or (b) what steps might be taken, bearing in mind the patient's mental stand and the interest of the public, for his gradual return to the community.

The board makes its recommendations to the provincial cabinet which must make the decision to hold a person in these circumstances. Most people in custody under Order-In-Council are held at the Forensic Psychiatric Institute in Port Coquitlam.

The board is comprised of five people, appointed by the Solicitor General.

Activities

The board conducted 235 interivews, compared with 237 in the previous year. In 153 of the cases, no change was recommended to the status of the patient. The average Order-in-Council patient population per month was 150 in fiscal 1988/89.

During 1988/89, in cooperation with the federal government, the Order-in-Council Patients Review Board compiled statistical data on patients as part of a nation-wide survey.

During fiscal 1988/89, there were 33 orders transferring those found unfit to stand trial from strict to safe custody. For those persons found not guilty on account of insanity, there were 8 orders for transfer from strict to safe custody, 23 from safe custody to conditional discharge level 1, 10 orders for a conditional discharge level 2, and 10 absolute discharges.

Public Gaming Branch

The Public Gaming Branch makes recommendations to the B.C. Gaming Commission on matters of policy, sets gaming standards and regulates the operation of:

- charities who use bingos, ticket lotteries, or casino events to raise funds;
- commercial bingo and casino operators who provide facilities and equipment for licensed charities; and
- various types of gaming at fairs, exhibitions and in social clubs.

The Branch receives and screens all applications for gaming licences and makes recommendations to the B.C. Gaming Commission on approval, amendment or denial of licence. The Branch enforces the Terms and Conditions Respecting Licencing of Lottery Events in British Columbia (approved by the Commission) and monitors all gaming activity through inspections, audits and investigation of irregularities and suspected violations. The Branch has the authority to suspend gaming licences and assists licences in complying with regulations by providing advice and overseeing training initiatives. In addition, the Branch collects all government revenue from licencing fees.

The Branch also maintains liaison with the police community and other jurisdictions on public gaming activity and, in collaboration with the B.C. Lottery Corporation, it sets standards for control and distribution of bingo paper.

Activities

In 1988/89 the Branch developed and implemented:

- a formal organizational structure including the establishment of regional offices for Vancouver Island, Greater Vancouver, the Southern Interior (Kelowna) and the Northern Interior and the Coast (Prince George);
- an improved communications program for members of the public and charitable organizations, including improved licencing and application information;
- an investigation and inspection program; and
- the first stage of a computerized gaming event management system to improve processing and control of applications received.

In 1988/89 the Branch received 11,400 applications and issued 8,492 gaming licences for 50,926 gaming events.

Approximately 19 per cent of all licences issued and 8 per cent of gaming events held were inspected by the Branch. Twelve incidents of theft/embezzlement totalling $74,000 in losses were identified and investigated. Comparitive data for 1987/88 are unavailable.

Comparative Analysis of Gaming Revenues

(in millions)

Gaming Activity	1987/88	1988/89	% Change
Bingo			
Gross Proceeds	170.1	223.0	+32.1
Return to Charities	43.7	55.0	+25.8
Casino			
Gross Proceeds	92.9	119.0	+28.1
Return to Charities	13.6	16.9	+24.1
Other*			
Gross Proceeds	23.5	28.5	+21.3
Return to Charities	10.2	8.5	-16.6**
Total Proceeds	**286.5**	**370.5**	**+29.3**
Total Return	**67.5**	**80.4**	**+19.1**

* Includes licenced gaming at fairs and exhibitions and other licenced ticket raffles.

** Due to a decline in ticket raffle sales.

Appendices

Appendix 1

Acts Administered

Attorney General [s.2(g) or (h)]
Commerical Appeals Commission
Commercial Transport
Coroners
Corrections
Criminal Code (Canada) [s.190]
Criminal Injury Compensation
Emergency Program
Family Relations [s.3]
Firearm
Flood Relief
Horse Racing
Motion Picture
Motor Carrier
Motor Vehicle
Police
Private Investigators and Security Agencies
Victims' Rights and Services

Appendix 2

Budget and Staffing

	F.T.E.s	Allocation ($)
Minister's Office	0.00	215,785
Executive Office	4.00	395,485
Support Services Branch	77.50	7,994,565
Police Services Branch	112.00	99,782,290
Corrections Branch	2,156.00	128,936,149
Motor Vehicle Branch	651.00	40,896,804
Coroners Service	30.00	6,173,042
Public Gaming Branch	37.00	2,062,095
Film Classification Branch	6.00	599,264
Criminal Injury Compensation	*	6,265,000
Racing Commission	14.00	10
Gaming Commission	1.00	495,466
Police Commission	6.00	705,176
Motor Carrier Commission	6.00	368,455
Motion Picture Appeals Board	***	124,722
OIC Patients Review Board	2.00	232,630
Commercial Appeals Board	1.00	275,569
Parole Board	6.00	584,688
Ministry Total	**3,108.50**	**$298,660,695**

Staff Directory

Deputy Minister's Office

Dennis T.R. Murray, Q.C. 387-6247
Deputy Solicitor General
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

May Mackay 387-6089
Senior Executive Secretary
Deputy Solicitor General's Office
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Victoria, B.C. V8V 1X4

Communications and Public Affairs
(Vacant) 387-5008
Director
5th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Traffic Safety Directorate
Keith Godfrey 660-2558
Chairman
Room 202, 815 Hornby Street
Vancouver, B.C. V6Z 2E6

Corrections Branch

Jim Graham 387-5354
Assistant Deputy Minister
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Shirley Maniec 387-5363
Executive Secretary
Assistant Deputy Minister's Office
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

E.W. (Ted) Harrison 387-1581
A/Regional Director
Vancouver Island Regional Office
851 Blanshard Street
Victoria, B.C. V8V 1X4

D.M. (Dave) Bahr 660-2880
Regional Director
Vancouver Metro Regional Office
401, 815 Hornby Street
Vancouver, B.C. V6Z 2E6

Abe Neufeld 852-5333
Regional Director
Fraser Regional Office
220 Garden Street
Vancouver, B.C. V6Z 2E6

W.F. (Bill) Foster 828-4050
Regional Director
Interior Regional Office
221, 455 Columbia Street
Kamloops, B.C. V2C 6K4

Ben Stobbe 565-6050
Regional Director
Northern Regional Office
456, 1011 Fourth Avenue
Prince George, B.C. V2L 3H9

Corrections Branch continued

Henry (Hank) Mathias 387-5059
Director
Program Analysis and Evaluation
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Carol MacKillop 387-6366
Director
Resource Analysis
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Fred Hunt 387-5948
Director
Inspections and Standards
4th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Police Services Branch

Percival (Val) Pattee 387-1751
Assistant Deputy Minister
5th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

(Vacant)
Executive Secretary
Assistant Deputy Minister's Office
5th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Peter Engstad 356-1313
Director
Co-ordinated Law Enforcement Unit
2588 Cadboro Bay Road
Victoria, B.C. V8R 5J2

A.J. (Tony) Heemskerk 387-5956
Director
Provincial Emergency Program
3287 Oak Street
Victoria, B.C. V8X 1P8

W.J. (Bill) McCullough 387-1751
Director, Policing, Policy and Support Programs
5th Floor, 910 Government Street
Victoria, B.C. V8V 1X4

Lorne Newson 387-6981
Director
Security Programs
2nd Floor, 2881 Nanaimo Street
Victoria, B.C. V8V 1X4

Motor Vehicle Branch

P.K. (Keith) Jackman 387-3140
Superintendent
2631 Douglas Street
Victoria, B.C. V8T 5A3

Ruth Roy 387-3140
Executive Secretary
Superintendent's Office
2631 Douglas Street
Victoria, B.C. V8T 5A3

Cary Corbeil 387-3140
Deputy Superintendent
and Executive Director
Licensing and Support Services
2631 Douglas Street
Victoria, B.C. V8T 5A3

Motor Vehicle Branch continued

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Burnaby, B.C. V5G 3L1

Harvey Monnette 426-1268
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Cranbrook, B.C. V1C 2N1

Howard Emslie 784-2254
Regional Director
Commercial Transport
25, 1405 102nd Street
Dawson Creek, B.C. V1G 2E1

Ray Jago 861-7298
Regional Director
Commercial Transport
123, 1420 Water Street
Kelowna, B.C. V1Y 1J2

Iain Brown 565-6770
Regional Director
Motor Licence Office
1600, 3rd Street
Prince George, B.C. V2L 3G6

Morton Vedder
Regional Director
Motor Licence Office
4506 Lakelse Avenue
Terrace, B.C. V8G 1P4

June Byers 387-6841
Director
Driver Services Division
2631 Douglas Street
Victoria, B.C. V8T 5A3

Geoff Amy 387-3491
Director
Vehicle Services Division
2631 Douglas Street
Victoria, B.C. V8T 5A3

Bill Scigliano 387-1869
Director
Management Services
2631 Douglas Street
Victoria, B.C. V8T 5A3

Motor Vehicle Branch continued

Peter Burleigh 387-3140
Deputy Superintendent
and Executive Director
Compliance and Engineering
2631 Douglas Street
Victoria, B.C. V8T 5A3

Murray Brown 387-4406
Director
Commercial Transport Division
2631 Douglas Street
Victoria, B.C. V8T 5A3

John Webb 387-6634
Director
Inspection and Carrier Safety
2631 Douglas Street
Victoria, B.C. V8T 5A3

Support Services Branch

James S.H. Kempling 356-8731
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Janet Stewart 356-8731
Executive Secretary
Assistant Deputy Minister's Office
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Alan Randell 387-6892
Director
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Rick McCandless 387-1650
Director
Policy and Resource Analysis
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Victoria, B.C. V8V 1X4

Doug Mikasko 387-5303
Director
Personnel Services
530 Fort Street
Victoria, B.C.

Barry Morton 387-5281
Executive Director
Information Technology Services
4th Floor, 910 Government Street
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Mary-Louise McCausland 660-6821
Director
Film Classification Branch
140 East 8th Avenue
Vancouver, B.C. V5T 1R7

Patti Stockton 387-5311
Director
Public Gaming Branch
848 Courtney Street
Victoria, B.C. V8W 1C4

Support Services Branch continued

Ed Bates 276-3129
Criminal Injury Section
6951 Westminster Highway
Richmond B.C. V7C 1C6

Regulatory and Service Agencies

Lynn Stevenson 660-8846
Chairman
B.C. Board of Parole
301, 10090 152nd Street
Surrey, B.C. V3R 8X8

J. Vincent Cain 660-7737
Chief Coroner
Office of the Chief Coroner
2nd Floor, 4595 Canada Way
Burnaby, B.C. V5G 4L9

R.M. (Dick) Macintosh 356-2797
Chairman
B.C. Gaming Commission
848 Courtney Street
Victoria, B.C. V8V 1X4

J. David Edgar 387-0020
Chairman
B.C. Police Commission, Victoria
408, 3960 Quadra Street
Victoria, B.C. V8X 4A3

Robert W. Bonner, Q.C. 660-7400
Chairman
B.C. Racing Commission
200, 4595 Canada Way
Burnaby, B.C. V5G 4L9

Arthur Roberts 660-2987
Chairman
Commercial Appeals Commission
1304, 865 Hornby Street
Vancouver, B.C. V6Z 2H4

Neil McDiarmid, Q.C. 660-8789
Chairman
Motion Picture Appeal Board
2nd Floor, 93 6th Street
New Westminster, B.C. V3L 2Z4

Regulatory and Service Agencies continued

Gerard Morris 660-2903
Chairman
Motor Carrier Commission
108, 4240 Manor Street
Burnaby, B.C. V5G 3X5

Neil McDiarmid, Q.C. 660-8789
Chairman
Order-In-Council Patients Review Board
2nd Floor, 93 6th Street
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